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SUBJECT: UN Consolidated Appeal for Zimbabwe

REFS: (A) Pretoria 03546; (B) Harare 01345;
(C) Harare 01880

SUMMARY

[¶11.](#) The UN formally launched the stand-alone Consolidated Appeal (CAP) for Zimbabwe in September. While acknowledging the after effects of the last three years of drought, the CAP notes that Zimbabwe's humanitarian crisis has largely been man-made and that moving beyond emergency to recovery would only be viable if a wide range of policy reforms took place. The CAP addresses the short term and focuses on mitigation of the current crisis. Unlike the recovery in food security among the other five countries in the region, Zimbabwe's situation remains grave, is deteriorating further, particularly in urban areas, and accounts for more than half of the aid requested in the UN Southern Africa Regional Consolidated Appeal. The USG response to the CAP will presumably match or possibly exceed those of last year. It is hoped that the on going dialogue between UN and GOZ will resolve issues raised by recent GOZ attempts to acquire greater direct government control over the delivery of humanitarian assistance.

HIGHLIGHTS: 2003/04 CAP

[¶12.](#) The UN formally launched the stand-alone Consolidated Appeal (CAP) for Zimbabwe in September. The Zimbabwe CAP, in abbreviated form, had already been included as part of the UN Southern Africa Regional Consolidated Appeal for the period of July 2003 through June 2004, released in late July (Reftel A) after the GOZ request for assistance (Reftel B) was received.

[¶13.](#) The regional appeal focuses on six countries affected by food insecurity, extreme poverty, and HIV/AIDS: Lesotho, Malawi, Mozambique, Swaziland, Zambia, and Zimbabwe. The total requested amount of the 2003/04 regional appeal is USD 530 million, a decrease from the 2002/03 revised appeal of USD 656 million. The decrease reflects the general improvement in food production in the region. Zimbabwe is the exception. Of the USD 530 million requested in the regional appeal, USD 308 million is for food aid through the World Food Program (WFP) EMOP (Emergency Operation). Of that USD 308 million, almost two-thirds, USD 195 million, is for food aid to Zimbabwe alone. The Zimbabwe CAP primarily addresses non-food emergency assistance in agriculture, coordination, economic recovery, education, health, protection/human rights and water/sanitation. NGOs account for approximately 30 percent of the project proposals included in the CAP, while UN agencies account for the remainder. The total request for non-food assistance for 2003/04 is nearly USD 114 million.

[¶14.](#) While acknowledging the after-effects of last year's drought, the CAP notes that Zimbabwe's humanitarian crisis has largely been man-made. "What initially appeared as a food crisis in Zimbabwe in 2002 has turned into a major humanitarian emergency due to the deteriorating economy, immense policy constraints, the devastating effects of HIV/AIDS, and depleted capacity in the social service sector," the appeal says. The country is in its fifth successive year of economic decline and

"faces critical shortages of foreign exchange to maintain essential infrastructure, fuel and energy needs" resulting, in large part, from the effects of the government's fast-track land reform program.

15. Zimbabwe will have an estimated 5.5 million people in need of food aid during the height of the lean season, despite recoveries in most other countries affected by last year's food shortages. As of the end of June, the inflation rate was conservatively estimated at 364 percent and is forecast to top 500 percent by the end of the year. The industrial and agricultural sectors have been severely undermined by the state of the macro-economy, causing mass unemployment and worsening rural and urban poverty," the document notes. State control of prices, currency exchange rates and a monopoly on the import and marketing of maize and wheat are characteristics of an "economic framework within which the economy has contracted by one-third in four years". This had contributed to greater vulnerability as "structural unemployment is estimated at over 70 percent, and rising, as the major sectors generating employment" and foreign exchange continue to contract.

16. The CAP also notes that loss of skills in the health and social services sector due to emigration and HIV/AIDS is yet another factor aggravating the crisis. The need for the GOZ to assume responsibility for responding to the humanitarian crisis and its continued lack of cooperation with humanitarian agencies are also highlighted in the appeal.

17. The 2003/04 CAP concentrates on three main areas of humanitarian response: (1) preventing loss of life through food, nutrition, and critical health interventions; (2) mitigating the impact of the crisis on vulnerable groups; and (3) developing a productive dialogue among stakeholders to strengthen coordination and provide focus. While noting that recovery interventions and policies are essential to reducing Zimbabwe's reliance on international relief assistance and strengthening food security, the CAP further states that recovery would only be viable if a wide range of policy reforms should take place.

USG FOOD RESPONSE

18. WFP's new EMOP includes plans to distribute approximately 450,000 MTs of food in Zimbabwe between July 2003 and June 2004, of which about 110,000 MTs will be covered by carryover commodities from its previous EMOP. The USG, through USAID/DCHA's Office of Food for Peace, has traditionally provided between 40 to 50 percent of WFP's requirements and it is anticipated that it will continue to cover this proportion of WFP's net additional needs for the new EMOP. The C-SAFE program, which is fully funded by USAID, also plans to distribute an additional 100,000 MTs in rural areas during this period through targeted free distributions, food-for-work programs and supplementary feeding. Further, it is anticipated that C-SAFE's Market Intervention Pilot Program in Bulawayo will provide 20,000 MTs of sorghum through January 2004. Depending on the success of this pilot program, tonnage may be increased, if the program continues beyond January 2004 and expands into other urban areas.

USG NON-FOOD AID RESPONSE

19. The OFDA EDRC/Harare participated actively in the CAP process, attending the CAP training workshop, follow-up strategy sessions and subsequent sector working groups with other donor representatives, NGOs and UN agencies. The USG, through USAID/DCHA's Office for Foreign Disaster Assistance (OFDA), is concentrating its response to the humanitarian crisis in Zimbabwe in geographical areas particularly hard hit by the crisis in the following sectors:

- nutrition interventions through supplementary feeding programs targeted at children under five and school-age children;
- agricultural inputs, particularly seeds and technical support, for subsistence farming in communal areas to foster self-sufficiency;
- micro-irrigation projects in areas of chronic drought and in support of the food security needs of certain vulnerable populations, such as HIV/AIDS-affected households and orphan- and elderly-headed households;
- support (food and non-food) to internally displaced persons (IDPs), especially ex-commercial farm workers;
- rehabilitation of existing water and sanitation infrastructure in areas suffering most from the residual effects of drought;
- monitoring the humanitarian response, principally through non-governmental agencies, and including periodic UN-supported food security and nutrition surveys and

needs assessments; and
-- UN coordination and information dissemination of the humanitarian response through support to its Office for the Coordination of Humanitarian Affairs (OCHA).

¶10. Approximately USD 6.5 million of OFDA FY03 funds have been programmed in support of UN and NGO initiatives in these areas, with a similar amount under consideration for FY04.

COMMENTS

¶11. Although the Consolidated Appeal for Zimbabwe has come late in terms of planning humanitarian activities for the coming year, particularly for agricultural interventions, it remains a valuable document. The analysis of the current situation and humanitarian needs in country was arrived at through a highly collaborative and thorough process led by UNOCHA and reflect consensus among UN agencies, donors and NGOs. In its role as an analytical and planning tool the CAP is perhaps more viable than it is as a fund-raising instrument. Although some donors require a CAP in order to respond to humanitarian requirements, much funding, including almost all USG non-food assistance through OFDA, was provisionally programmed for FY03 before the CAP was officially launched. It is important to note, however, that OFDA programming reflected almost all the same assessments and sector priorities as those outlined in the CAP. The Mission has communicated to the UN offices in Zimbabwe that the USG response to the non-food requests in the CAP will consist of the assistance outlined in paragraph 9, funded largely through NGO partners. It is likely that any additional OFDA funding for FY04 will also be funded directly with NGO partners, "outside of the CAP." We have not publicly announced the extent of the USG contribution so as not to assure the GOZ that USG resources are a given no matter what policy positions the GOZ might ultimately take.

¶12. The Mission believes that the USG food and non-food assistance outlined above, together with assistance to be provided by other key donors (EU, DfID) meets the critical minimal relief requirements of the 2003/04 Consolidated Appeal, at least through the end of the current CY (December 2003). Additional proposals for non-food assistance are currently under consideration and will continue to be concentrated in emergency activities in food security, nutrition, water/sanitation, agricultural inputs, monitoring response activities, and coordination and information.

¶13. Recent attempts by the GOZ to acquire greater direct government control over the direction and distribution of humanitarian assistance (Reftel C) jeopardized ongoing efforts to mitigate the suffering of Zimbabweans in need (both food and non-food) to already acutely vulnerable populations. It is hoped that during the current dialogue between the UN and the GOZ, there will emerge mutually agreed upon operational norms for the delivery of humanitarian assistance in accordance with established humanitarian principles.

Sullivan